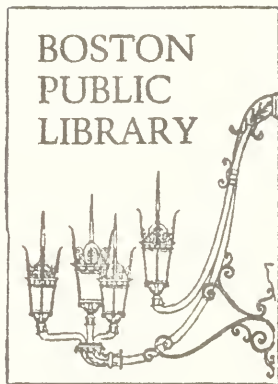


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# PARCEL TO PARCEL LINKAGE PROJECT 1 □ UPDATE □

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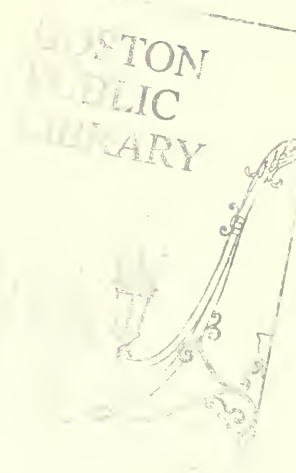
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UPDATE

PARCEL TO PARCEL LINKAGE PROJECT I

Parcel 18/Kingston-Bedford/Essex Street

February 1988



Michael S. Dukakis, Governor  
Raymond L. Flynn, Mayor

BOSTON REDEVELOPMENT AUTHORITY

One City Hall Square  
Boston, Massachusetts 02201

Stephen Coyle, Director

Robert L. Farrell, Chairman  
Joseph J. Walsh, Vice-Chairman  
James K. Flaherty, Treasurer  
Clarence J. Jones, Assistant Treasurer  
Michael F. Donlan, Vice Chairman,  
Subcommittees  
Kane Simonian, Secretary





## FOREWORD

This document is intended to provide an update of the events since Columbia Plaza Associates was selected as the pre-qualified development team for the Parcel 18/Kingston-Bedford project. Included are: summary of the events leading up to and immediately following the selection of CPA; an update on the environmental review process; a look at the membership and philosophy of Columbia Plaza Associates and at the developers who are vying to become CPA's partner; an in-depth look at the involvement of the Parcel 18+ Task Force and the Chinatown/South Cove Neighborhood Council in the process; a description of the Challenge Track process and the ceremony which marked its commencement; and an outline of the schedule for the development process ahead.

We will continue to keep you up to date as the process evolves.



## AN OPEN LETTER TO THE CHINATOWN AND ROXBURY COMMUNITIES

Over the past two years since Governor Dukakis and Mayor Flynn signed the Parcel 18+ Agreement, we have all worked towards a goal that was in part realized on July 29, 1987. On that date, the Board of the Real Property Department voted to adopt the recommendation of the Boston Redevelopment Authority to designate Columbia Plaza Associates as the winner of the Request for Qualifications phase of the Parcel 18/Kingston-Bedford project and to adopt the Challenge Track process as part of the Parcel to Parcel linkage program. This vote was the last approval needed for the city and state agencies that control the Parcel 18 and Kingston-Bedford sites to designate an RFQ winner.

Since that date, we have been moving steadily forward. On October 12, 1987, in a celebration that brought together residents of Roxbury and Chinatown on the Parcel 18 site, Columbia Plaza Associates selected the Challenge Track approach to tentative designation. With the presentation of the Challenge Track guidelines to CPA, the development process officially began. In the coming weeks, CPA will complete a development plan for each of the project sites, and a financing plan that will ensure completion of a viable project.

More importantly, however, the team has embarked upon the process of ensuring that Roxbury and Chinatown reap the benefits promised by the Parcel to Parcel Linkage program. When Columbia Plaza Associates chose the Challenge Track option, it did more than pick a development process that might expedite the approval process and allow for an earlier groundbreaking. The team also took upon itself the right and the responsibility to work with the communities of Chinatown and Roxbury to provide needed benefits in the form of jobs, housing, child care services and facilities, and capital for community development activities.

The Challenge Track sets up a process that ensures that the communities will be involved actively in developing the strategies for providing community benefits. Through regular meetings with representatives of the Parcel 18+ Task Force, the Chinatown Neighborhood Council, the BRA, city agencies such as the Mayor's Office of Neighborhood Services and the Office of Jobs and Community Services, and the Governor's Office of Economic Development, CPA is kept constantly in tune with both the needs of the communities and the resources available to achieve them. The end product represents the reconciliation of a number of different interests.

That is what this project is all about. In so many ways, this first Parcel to Parcel Linkage project has been a pioneering effort. It provides a pilot program for community revitalization that can be replicated around the country, an opening of opportunities for non-white entrepreneurs in major downtown development, a collaboration of the Black, Hispanic and Asian communities, and a model for cooperation between public and private actors. Together, we have created a process for economic development that will result in strong new economies for these communities built through the cooperation of the public and private actors, community activists and business people, City and State governments.

We all can take pride in our involvement in this historic project. There remains much to be done, but we can congratulate ourselves for the commitment to the Parcel to Parcel Linkage concept that has brought us to this point.

Thank you for your participation in this process. We look forward to working with you in the months ahead.

Sincerely,



Ricardo A. Millett  
Assistant Director for Neighborhood  
Housing and Development

## AN ENCOURAGING FIRST FOR BOSTON: THE BACKGROUND

Two years ago, when the Flynn Administration launched the Parcel to Parcel Linkage program, its goal was to build local economies and increase access for neighborhoods to the prosperous downtown economy.

"We are saying with this innovative linkage policy - if a developer wants to build on the site downtown, he or she must also build on the site in Roxbury," said Stephen Coyle, BRA Director. "The concept of parcel to parcel linkage is to harness Boston's economic vitality and connect it with growth opportunities in the City's neighborhoods."

"Boston has become a regional economic center attracting enormous amounts of capital," said Mayor Flynn. "Since mid-1984, Boston has approved \$3 billion in private downtown development projects. But these gains have not reached our low- and moderate-income residents. People are asking: why should the city grow, if its citizens receive no gain?"

"The gap between the rich and poor is widening," continued Flynn. "Boston needs this innovative parcel to parcel linkage program to promote balanced growth, neighborhood reinvestment, and job and business opportunities for its residents. The State, the City and the BRA are committed to working with the community residents, merchants and development organizations to ensure that their needs are met."

In September of 1986, the BRA Board adopted a resolution establishing the Parcel to Parcel Linkage Program. Prior to this vote, the program concept had been widely supported by the residents of Roxbury and Chinatown, City and State officials, the development, academic and business communities, and a variety of other interested groups. From its inception, the communities of Roxbury and Chinatown have had direct input in deciding the direction the program would take.

In November 1986, Mayor Flynn, Governor Dukakis, and the Parcel 18+ Task Force sponsored a dedication ceremony on the Parcel 18 site to announce the beginning of the Parcel to Parcel Linkage program. Shortly thereafter, the BRA issued a Request for Qualifications (RFQ) for the selection of a minority development team for the Parcel 18/Kingston-Bedford project.

"This project is the first of its kind for urban America. It will become a national model, one that encourages coalition building among diverse minority groups; one that requires their participation not only as beneficiaries, but also as long-term equity partners," said Ricardo Millett, Assistant Director of the BRA's Office of Neighborhood Housing and Development.

Criteria used in the selection of the RFQ winner included:

- Nonwhite and community team composition: Of paramount importance is providing access for minorities to major development opportunities and giving equity benefits to impacted neighborhoods. The project encouraged teams to establish coalitions of Black, Hispanic and Asian entrepreneurs and to draw on the expertise of community based organizations.
- Previous development experience: While none of the teams had developed a downtown project, there were a number of non-white professionals who possessed development related skills or who have played an active role in the development of major projects nation-wide. Again, the project encouraged the creation of a coalition with the potential to develop a large scale project.
- Financial capability to complete a project of this magnitude: The teams were required to demonstrate access to capital sufficient to secure at least a 30 percent ownership interest in the project.
- Proposed strategies for achieving programmatic goals that will benefit the Roxbury and Chinatown communities, specifically:
  - o Community equity participation - non-profit organizations and individuals in the communities must be able to invest in the project;
  - o Housing - The teams were to formulate strategies for the development of housing, especially affordable housing, in the Roxbury and Chinatown communities;
  - o Employment and Training - The team must prove capable of funding and working with training programs to ensure that residents can take advantage of the jobs generated by the project;

- o Child Care - In order to take advantage of the employment opportunities to be created by this project, many of the residents of both communities require child care facilities. Development of child care facilities on each site was encouraged in the RFQ;
- o Minority Business Enterprise (MBE) - An MBE Clearinghouse Directory is being developed by the BRA to identify qualified businesses to participate on this and other projects. A standard of at least 30% MBE participation was established for this project; and
- o Funding Community Development - The goal of this project is to empower communities to be economically self-sufficient. One of the requirements is that the developer establish an ongoing source of funds for community development and social services.

These criteria were developed with the input of the two communities, and reflect their understanding of community needs that can be supported by this development.

The deadline for submission of the RFQ responses was January 26, 1987. Five responses were received from minority development teams and 26 Minority Business Enterprises (MBEs) indicated their interest in participating in the MBE Clearinghouse Directory.

On June 25, 1987, the BRA Board adopted the recommendation of the staff and Director to designate Columbia Plaza Associates as the winner of the Request for Qualifications ("RFQ") competition. This recommendation was ratified by the Boards of the MBTA, the Public Facilities Department and the Real Property Department.

#### Advisory Panel Plays Significant Role in Selection of Columbia Plaza Associates

Representatives of the BRA, Public Facilities Department, Real Property Department, the Governor's Office of Economic Development, the MBTA, the Executive Office of Transportation and Construction, the Parcel 18+ Task Force and the Chinatown/South Cove Neighborhood Council participated on a panel that reviewed the five development proposals and selected an RFQ .

winner. The panel first met on February 12, 1987, when the BRA sponsored a public presentation of the five submissions. The panel questioned each team after its presentation. These and other questions were subsequently used to develop a "Request for Clarification", a series of questions designed to clarify ambiguities in the initial submissions and the oral presentations.

Based on the responses by the five development teams, the panel selected three teams that best met the selection criteria: Boston Development Collaborative, Interlink Development Corporation and the Columbia Plaza Associates. These teams were invited to present their qualifications to the Roxbury and Chinatown communities, at two community sponsored meetings in March 1987.

#### Community Meetings

On March 28 and 31, community meetings were held in Roxbury and Chinatown at which residents and other interested persons had an opportunity to judge the qualifications of three finalists and their proposals to provide benefits to the communities. At these meetings, attendees asked how potential developers would address issues ranging from affordable housing to the creation of on-site child care facilities. A comment period followed which closed April 14, 1987.

Brenda Butler-Hamlett, a member of the Parcel 18+ Task Force and the Chairperson of its RFQ Committee, viewed the community meetings as very successful. "The turnout was great. The number of representatives from many agencies that attended the meeting demonstrated to us the level of awareness and support for this kind of project." Carol Lee, one of the moderators for the Chinatown Neighborhood Council commented, "I thought



the Chinatown meeting went very well. There were a great number of intelligent questions asked of each team which aided the Council in making its recommendation."

### Recommendations

After extensive evaluation of the submissions, the BRA, the Chinatown/South Cove Neighborhood Council and the Parcel 18+ Task Force made recommendations to the BRA Board. The Chinatown Neighborhood Council recommended Boston Development Collaborative, primarily because it felt that team to be "most open to real community input and participation." Parcel 18+ Task Force recommended Columbia Plaza Associates because the team "demonstrated a harmony that clearly identified a balanced knowledge of the proposals... and...the respective areas of expertise of their membership."

BRA staff, based on its independent analysis, also recommended Columbia Plaza Associates. In the staff's judgment, this team's submission was superior in the areas of team composition, development capacity, financial commitment and provision of community benefits.

A report and recommendation to the BRA Board contained all three recommendations, plus a recommendation by the BRA Director for Columbia Plaza Associates.

## ISSUING THE CHALLENGE:

### The Challenge Track Process

In March 1987, Mayor Flynn announced the "Challenge Track" as an alternative to the RFP process. This change in procedure could increase equity of the minority team from 30% to a majority position. It also provides the opportunity to increase the amount of community benefits while maintaining appropriately scaled development. By eliminating the RFP, the Challenge Track simplifies the development approval process.

The Challenge Track guidelines state that Columbia Plaza Associates must complete financing arrangements, the community benefits package and design work for the \$400 million project within 120 days. Specifically, the guidelines require:

- Expansion of minority and community participation in the venture;
- Development of a comprehensive community benefits plan;
- Development of a feasible housing creation and production plan;
- Submission of a development plan for each site that is sensitive to the impacted neighborhood and complies with city and state regulations; and
- To the maximum extent feasible, negotiating a financing plan with private investors that assures that the projects will be built, assures financial viability, and vests management control with the community partner.

Until these criteria are satisfied, Columbia Plaza Associates has only a conditional designation status. Tentative designation will be recommended after all the conditions, including completion of the development partnership, have been met.

The Challenge Track allows greater community involvement because the community must work with the developer to put together a community development plan. The Challenge Track established a process whereby CPA has

regular meetings with the community representatives and representatives of city and state government who are involved in the project. Through these working committee meetings, strategies are formulated for providing the community benefits required from the project. These recommended strategies will be refined by CPA and developed into a workplan that will be submitted to the BRA in satisfaction to the Challenge Track criteria.

On October 12, 1987, Mayor Raymond L. Flynn and Governor Michael Dukakis sponsored an event to mark the issuance of the Challenge Track guidelines to Columbia Plaza Associates. At the ceremony, Mayor Flynn observed, "Boston is making history with this project. By linking prime land downtown with a neighborhood site, we are carrying through on the promise that no neighborhood and no segment of Boston's population are denied access to Boston's growth economy."

"For the first time in this city, individuals from the Asian, Hispanic and Black communities are working together in an economic partnership. For the first time, state and city government have forged an agreement which guarantees that these individuals can in fact, control this development," said Flynn. "With the Challenge Track guidelines, they now have 120 days to fulfill all requirements needed to receive tentative designation from the BRA."

"This Parcel to Parcel concept - which is the first of its kind in the country - is rooted in the involvement of neighborhood people in the planning process for the Southwest Corridor," said Governor Dukakis. "From the days when the community mobilized to stop highway construction on the Corridor, to this day when we all work together to rebuild the community, this great city has made tremendous progress. I am proud that in Massachusetts, we are seeking ways to bring together the vitality of our growth economy downtown, with the needs of people who have not fully benefited from that growth."

CPA principal and spokesperson Ronald Homer said during his speech accepting the Challenge Track criteria that, "The team is honored to have been chosen to develop a project that is being viewed as a national model." He noted that CPA is committed to working with the city, state, and communities to develop plans within the next 120 days to satisfy the Challenge Track guidelines.

The October 12 program, hosted by BRA Director Stephen Coyle, had over 200 attendees. Residents of the Roxbury and Chinatown communities, representatives of major development companies, government representatives, community activists and business people listened as the speakers recalled the history of development in the Corridor and praised this project for linking two communities in need of economic development. They also spoke of the benefits that both communities will receive from the development.

Following the official ceremony, attendees participated in a formal cake-cutting with the Mayor, the Governor, Stephen Coyle and former Boston City Council President, Bruce Bolling. Residents then indulged in a variety of foods and entertainment by the Cha Li Martial Art Dancers, the Silver Lining Gospel Singers of Boston, and the New Dimension Steel Drum Combo.

People left the event with a deeper understanding of what to expect for their communities in years to come, and, a stronger sense of commitment from the city and state government. According to Grace Turner, a 21-year resident of the Whittier Street Housing Development, adjacent to the Parcel 18 site:

"I thought the event was very positive, in that people from the community came out to listen to what is happening in their neighborhood. People from all walks of life became involved in this historic occasion and I can see - Boston is really changing!"

## Completing the Development Team

In order to guarantee a viable project that will generate the benefits proposed, it is critical that CPA take on as its partner a development company that has both the capacity to do a project of this size and the sensitivity to the community benefits and community process.

As part of the Challenge Track process, CPA has been negotiating with three major development companies that responded to its request for proposals for a development partner. These are Urban Investment and Development Company, Metropolitan Structures, and Trammell Crow Company, described in detail below. All three companies meet the threshold requirements of capacity and development experience. Columbia Plaza Associates, the BRA and the communities have been interviewing the developers in depth to determine how well they meet the other criterion for selection.

This process began when CPA received responses to its request for proposals from four major developers. Prentiss Properties, the fourth team, subsequently withdrew. The other three teams were interviewed by BRA staff and CPA to review the proposal and clarify any ambiguities.

The advisory panel then was convened to interview the three teams. During this interview, the teams were questioned at length about their experience in working with communities affected by their projects, their records of providing community benefits, and their history of contracting with MBEs, and hiring nonwhite and women to senior positions on their staffs.

After the interviews, the panel was invited to visit the developers' projects in other cities. During the week of January 25 through January 29, representatives of the advisory panel and members of Columbia Plaza Associates traveled to Washington, D.C., Chicago, Illinois, and Dallas, Texas. In each city, the group talked to the developers at their headquarters, and visited the sites of projects either completed or underway.

The project visits were considered a success by all who made the trip. Said Rev. Bethel, who represented the Parcel 18+ Task Force, "These site visits, with the opportunity to visit the team's headquarters and talk to senior partners, gave us an insight into the development teams that we would not have gotten if we had only talked to them in very structured review sessions." Tarry Hum, CNC director, agreed. "We were able to see projects that these developers have done, to talk to community activists who worked with them during the process, and to judge for ourselves which team is best suited to do this project."

The next step in the process is a review of the developers' proposals, which will be open to the Roxbury and Chinatown communities. This public meeting is scheduled for Saturday, February 6, 1988, in the City Council Chambers. A comment period will follow which will end on February 16. Shortly thereafter, CPA and the advisory panel will make recommendations to the BRA. The entire team, including CPA and its development partner, will be recommended for designation in March if the Challenge Track criteria have been satisfied. At this time, the teams will have an additional opportunity to present their qualifications to the BRA Board and to the public.

The recommendations of a development partner will be based on information gained from the proposals, the interviews, the community presentations and the visits to the development sites.

## METROPOLITAN STRUCTURES

Metropolitan Structures (MS) is a major developer of commercial and residential properties throughout the United States and Canada. Founded in 1959 and headquartered in Chicago, Metropolitan Structures has regional offices in Dallas, Los Angeles, New York and Montreal. In 1981, Metropolitan Life Insurance Company became a 50 percent partner, providing additional financial strength for growth and market diversification.

Completed projects, all of which remain in MS's ownership, include over 8 million square feet of office space, 4,200 apartments, 2,400 hotel rooms, and 280,000 square feet of retail area. Current projects in planning or construction encompass an additional 9.9 million square feet of office space, 1,350 apartments, 1,150 hotel rooms, and 505,000 square feet of retail area. Two of MS's major projects, constructed in phases, include Illinois Center in Chicago and California Plaza in Los Angeles. MS has developed no projects in Boston. If selected as CPA's partner, MS would establish an office here.

## TRAMMELL CROW COMPANY

Headquartered in Dallas, the Trammell Crow Company (TCC) has developed nationwide more than 60 million square feet of office space, 100 million square feet of industrial space, 15 million square feet of retail complexes, 11,000 hotel rooms, 75,000 housing units and related facilities. The 40-year old company has maintained ownership of over 90 percent of its projects.

TCC is privately owned by 200 operating partners throughout the country, an approach which TCC thinks allows for control by local partners with the support and experience of the national company. The Kingston-Bedford Parcel 18 projects would be managed by the Boston office, as part of the Northeast Division.

In the Boston area TCC is developing office and R&D facilities totaling \$100,000,000 which includes: 156,000 square feet of office space at 745 Atlantic Avenue, 165,000 square feet of R&D space in Bedford, 400,000 square feet R&D and industrial in Westborough, 400,000 square feet office/R&D in Andover, 635,000 square feet mixed-use space in Burlington, and is proposing an 800,000 square feet project in Kendall Square.

#### URBAN INVESTMENT AND DEVELOPMENT COMPANY

Urban Investment and Development Company (Urban) has developed properties in excess of \$4 billion, beginning in Park Forest, Illinois, with the post-World War II development of a new town. When Urban was purchased by Aetna Life & Casualty in 1970, Urban became a national developer of office and mixed-use projects. In 1984 Urban was acquired by JMB Realty, a real estate investment firm with a current portfolio of over \$20 billion.

In the Boston area JMB's holdings include 260 Franklin Street in the Financial District, River Front office building in Cambridge, joint ownership of Faneuil Hall, and Copley Place. Urban developed Copley Place, one of the first projects in the county with commitments for broad-based minority participation. At Tent City Urban donated portions of the land, constructed the sub-surface garage and the foundations and support structure for the Tent City housing, making contributions totalling \$11 million to the affordable housing project. In exchange Urban was granted the right to develop an office project on a nearby publicly-owned site at 116 Huntington Avenue. Urban retains ownership in over 90% of its projects.



SUMMARY OF DEVELOPMENT PROPOSALS

	URBAN	Metropolitan Structures	Trammell Crow
<b>DEVELOPMENT CONCEPT</b>			
<b>Kingston-Bedford Essex</b>			
Office	SF 940,000		925,000
Retail	SF 27,000		35,000
Hotel	Rms		250
Cultural/Day Care	SF 5,000		25,000
Roof Top Ob./ Rest.	SF		10,000
Meeting Rooms	SF		25,000
Winter Garden	SF		7,000
Parking	Cars 800 (1)	Public Funds	Public Funds
Total	SF 972,000 (2)	900,000 (1)	1,200,000
Total Dev. Cost	\$317,299,000 (3)	\$226,070,000 (2)	\$270,322,000
Mortgage	\$317,299,000	\$188,276,000	\$255,532,000
Equity Req.	\$0	\$37,794,000 (3)	\$14,790,000
<b>Alternative</b>			
Office	SF	Two 450,000 sf buildings	710,000
Retail	SF	developed in phases	35,000
Hotel	Rms	totalling 900,000 sf	250
Cultural/Day Care	SF		15,000
Roof Top Ob./ Rest.	SF		10,000
Meeting Rooms	SF		25,000
Winter Garden	SF		7,000
Parking	Cars		Public Funds
Total	SF	900,000	975,000
Total Dev. Cost		\$220,294,000	\$226,326,000
Mortgage		\$189,656,000	\$213,776,000
Equity Req.		\$30,638,000	\$12,550,000
<b>Parcel 18</b>			
Residential	Units		100
Office	SF 550,000	Agrees with CPA	550,000
Retail	SF 35,000	proposal	40,000
Hotel	Rm 165,000		
Cultural/Day Care	SF included in hotel		13,000
Roof Top Ob./ Rest.	SF		
Meeting Rooms	SF		
Winter Garden	SF		
Parking	Cars 600 (4)	Public Funds	Public Funds
Total	SF 966,000 (5)		803,000
Total Dev. Cost	\$152,044,000		\$96,867,000
Mortgage	\$130,000,000		\$86,609,000
Equity Req.	\$22,044,000		\$10,346,000

Notes:	Notes:	Notes:	Notes:
11 assume land assemblage.	(1) Underground and funded by developer.	(1) No breakdown of space use provided.	(1) Assumes below grade garage funded public
11 assume FAR 15.	(2) 324,000sf garage not included.	(2) Not including garage costs. Two cost versions: conservative & optimistic.	but indicates P.18 garage may be above grade.
11 assume 400' height max.	(3) Including costs for garage.	(3) Conservative version, i.e., higher cost and higher equity ratio.	(2) Assumes taking of parking lot only.
	(4) Above grade		
	(5) Including above grade garage.		

	URBAN	Metropolitan Structures	Trammell Crow
Joint Venture Structure	General Partnership Managing Partner - URBAN	General Partnership Managing Partner - MS Responsible for operations Local Partner - CPA responsible for local issues	General Partnership Managing Partner -
Decision Making Process	Ownership Board URBAN - 3 Representatives CPA - 3 Representatives  Decision by consensus.	Ownership Board MS - Management CPA - 2 representatives & a Coordinator  Joint decisions based on staff analyses and recomm- mendations.  MS reserves right to major decisions whenever MS loans to CPA to maintain its 30%.	Executive Committee TCC - 50% control CPA - 50% Control  Decision by consensus.  CPA's management contr not be diminished by dilution.
Project Staffing	Staff headed by URBAN's senior development officer who is a member of the Board & is responsible to the Board.  Development staff appr. 25 - 30 people, to be URBAN employees. URBAN will assign experienced professionals to the project and additional staff will be hired with special consideration to minorities.	MS will establish Boston Regional Office. Project manager to be approved by MS & CPA jointly. CPA will help identify minorities to be hired as project staff. CPA coordinator may attend to day to day affairs representing CPA. Will budget for training of minority staff.	

COMMUNITY BENEFITS	URBAN	Metropolitan Structures	Trammell Crow
Community Benefits Process	CPA Committees to advise Ownership Board on: <ul style="list-style-type: none"> <li>o Public Relations</li> <li>o MBE Objectives</li> <li>o Neighborhood Relations</li> <li>o Government Relations</li> </ul> Will dedicate staff to manage community liaison programs.	Defers to CPA	Community Dev.-Advisory Equal representation by P.18 Task Force, CNC, RB & CILP. Oversee Community Development Fund.
Community Development Fund	Affirms contribution to Community Development Fund	Affirms contribution to Community Development Fund	Operating Pro Forma Not Shown
MBE/Employment/Training	<ol style="list-style-type: none"> <li>(1) Affirms 30% goal</li> <li>(2) Will promote joint ventures between majority &amp; minority firms to meet requirement</li> <li>(3) Project pro forma allows for MBE subcontracting and training</li> <li>(4) Project pro forma allows for MBE tenants</li> </ol>	Woodlawn Gardens project in Chicago has a record of 70% minority participation.	Set up committee structure as above
Community Space/ Child Care	KBE - 5,000 sf P. 18 - unspecified Will contract child care to qualified neighborhood organizations	Unspecified	Allowed for but unspecified for either site
Housing Creation	No on-site housing is specified in dev. concept. 50% Linkage upfront 50% in 7 instalments	No on-site housing is specified in dev. concept. 100% linkage upfront	Off-site for Chinatown 100 units on P. 18

NEXT STEPS

The following schedule is envisioned for the selection of a development partner for Columbia Plaza Associates:

February 6	Presentation by competing teams to Chinatown and Roxbury communities
February 16	Close of public comment period
March	BRA Board reviews proposed joint venture
March	BRA Board considers tentative designation
Late March	MBTA, City agencies consider tentative designation

The overall development schedule for the project follows.

CHALLENGE TRACK PROCESS

# Parcel to Parcel Linkage

	CHALLENGE TRACK	DEVELOPMENT TEAM	HOUSING PLAN	EMPLOYMENT & RELATED BENEFITS	ENVIRONMENT & URBAN DESIGN
T	CHALLENGE TRACK INITIATED	REQUESTS FOR PROPOSALS FROM DEVELOPMENT PARTNERS			
V			HOUSING BENEFITS PLANNING INITIATED	EMPLOYMENT BENEFITS PLAN INITIATED	DEIR IN PROGRESS
C					DRAFT DEIRs TO COMMUNITIES
N					
B		DEVELOPMENT PARTNER PROPOSED	HOUSING BENEFITS PLAN COMPLETED	EMPLOYMENT BENEFITS PLAN COMPLETED	COMMUNITY COMMENTS
		COMMUNITY REVIEW/CHINATOWN & ROXBURY			
R	CHALLENGE TRACK COMPLETED	TENTATIVE DESIGNATION Preliminary Schematic Design Approval Development Team Approval Affordable Housing Plan Approval Community Benefits Plan Approval			

## THE WINNING MINORITY DEVELOPMENT TEAM

Columbia Plaza Associates, the pre-qualified development partner for the Parcel 18/Kingston-Bedford project, was formed in 1986. It is a joint venture of the Chinese Investment Limited Partnership, a group of Chinese entrepreneurs, and the Ruggles Bedford Associates (RBA), a group of black and Hispanic entrepreneurs. All of the team's principals are Black, Asian or Hispanic, representing over 30 businesses, individuals, and organizations. The team will add community partners as part of the Challenge Track. The community partner representing the Chinatown community is the Chinese Consolidated Benevolent Association (CCBA) which has served the community for over 90 years.

Members of CPA are longtime residents of Chinatown and Roxbury. They are involved in a wide range of community based organizations, including the Chinese Consolidated Benevolent Association, the Chinatown South Cove YMCA, the Community Development Coordinating Council, Action for Boston Community Development, United South End Settlements, and the Contractor's Association of Boston.

CPA seeks to foster economic and social progress in Chinatown and Roxbury through the creation of a variety of commercial and industrial enterprises.

"As a direct by-product of CPA's planned enterprises, more than \$10 million will be provided for community investment," says Ron Homer, spokesperson for CPA. "We are confident that our Community Development Fund will help meet the economic needs of our communities by providing the financing for low-cost housing, business opportunities and other economic development projects."

Through the expansion of CPA to include residents of the two communities, CPA foresees becoming the foundation for future minority participation in Boston's economic development.

CPA has not developed projects as a team. However, individual principals of CPA have participated in commercial projects which include One Financial Place, the World Trade Center, the Four Seasons Hotel/Condominiums Complex, 125 State Street Exchange Place and Market Place Center in downtown Boston. Individual CPA principals have also developed a number of projects in California and in Chicago, Illinois.

Community benefits proposed by CPA to be generated by the project include:

- o A bonding program for local MBEs to be managed by the community;
- o A manufacturing facility for prefabricated housing (at a later date);
- o A community-based child care centers;
- o A plan to "link" Dudley Square to Parcel 18. RBA is working with the Builders and Minority Developers Association to assist development of Dudley Square, and the Roxbury Heritage Group to preserve and beautify historic Roxbury;
- o An on-going source of community development funds that would be used to start a minority business development program, provide funds for planning and upfront engineering costs for affordable housing, and finance start-up programs for community benefits planning;
- o Affordable housing in both communities;
- o Preferential leasing terms to neighborhood businesses for space in the development;
- o Outreach and training services for existing MBEs; and
- o Funds for jobs training.

## COMMUNITY INVOLVEMENT

Community participation is an essential element of the Parcel To Parcel Linkage program. The Roxbury and Chinatown communities are represented by the Parcel 18+ Task Force and the Chinatown/South Cove Neighborhood Council, respectively. These groups are responsible for advising the BRA on all aspects of the project, including the environmental process, developer selection and project review. Both communities reviewed and commented upon the draft RFQ and the Interim Report. These advisory groups currently are working CPA to develop strategies for providing community benefits, as required by the Challenge Track, and reviewing the qualifications of potential development partners for CPA.

### The Parcel 18 Development Task Force

The Task Force was established over 10 years ago to coordinate the activities of city and state agencies and private organizations and institutions related to the planning and development of Parcel 18, to represent the Roxbury community and to be its liaison on all issues relating to Parcel 18. The Task Force has played a major advisory role during this time to the MBTA, and more recently to the BRA, on Parcel 18 development issues. It will continue as the recognized community advisory group on Parcel 18 issues.

To participate effectively in this process, the Task Force has established six sub-committees:

- o Request for Qualifications
- o Environmental Review
- o Community Development Committee
- o Parcel 22
- o Budget Committee
- o MBTA Kiosk Committee (task completed in February, 1986)

Of these, the first three relate directly to the Parcel 18/Kingston-Bedford project. Their functions are described in more detail below.



The Request for Qualifications (RFQ) committee assisted in the development of the Parcel to Parcel Linkage concept, by representing the concerns of the Roxbury community. These later were incorporated into the Request for Qualifications criteria. This RFQ committee also reviewed the draft RFQ and helped develop its final language. Members of the RFQ committee served on the advisory panel in the selection process, evaluating the proposals and making a recommendation to the BRA.

The Environmental Review Committee assists the BRA and the Executive Office of Environmental Affairs in reviewing the impact of the project on the immediate community. This committee coordinated community responses to the Environmental Notification Form and assisted in planning the community scoping sessions. This committee will review the draft and final EIR's when completed.

Community Development Committee (CDC) has the task of organizing community development program goals and objectives. Four ad hoc committees have been formed to address these issues:

- o Minority Business Enterprise (MBE) - The MBE committee's major responsibilities are: to provide assistance to existing business operators and land owners along the Corridor who want to participate in the Parcel 18 MBE process; to work with the city and state to make sure that their concerns are incorporated into development guidelines for the project and addressed by the development team; and to monitor the project after its completion in order to insure conformity to these goals.
- o Employment and Training - This committee is investigating the capacity of existing training programs, and exploring strategies for meeting future training needs relative to this project. The committee will oversee employment of residents in construction and permanent jobs in the project, and will monitor the project after completion. Information will be disseminated to Corridor residents to inform them of resources available in Boston.
- o Child Care - This committee has begun to examine the child care needs of the affected population. It has been estimated that 200 children will need child care on the Parcel 18 site. Issues such as the kind of child care needed by working parents, costs, how the system will work, who will pay and the prospective training of child care workers, are being explored. Elderly care will also be examined by the child care committee.

- o Adult Literacy - The goal of this committee is to identify the illiteracy problem in the neighboring communities of the Parcel 18 site. A survey was developed and conducted in eight Boston housing developments: Academy Homes, Bromley Heath, Lenox Street, Mission Hill Extension, Mission Hill Main, Roxse Homes, Whittier Street and Cathedral to identify the educational and vocational needs of the residents. This data will be supplied to the other CDC ad hoc committees, the project developers, and Boston area training programs to help them address the adult literacy problem within these communities.

The Community Development Sub-Committee of the Parcel 18+ Task Force has three missions: to insure community input in key areas of child care, employment and training and minority business enterprise during the planning process; to give input to appropriate public and private agencies; and to insure general community review of these issues.

The committee provides advocacy and technical assistance for residents within the target areas who otherwise might not have access to these resources. The subcommittees of the Community Development Committee have developed draft language that is being used as the basis for developing the community benefits plans to satisfy the Challenge Track criteria.

## Who's New on the Parcel 18+ Task Force:

### New Faces - Continued Ideals

In January, 1987, Reverend Tony Bethel was appointed as chairperson of the Parcel 18+ Task Force.

Bethel, Minister of the First Church of God, Shawmut Avenue, Roxbury has long been an active member of the community. Says Reverend Bethel, "I will continue demonstrating my commitment to the Task Force by carrying out their goals through a process that will best serve the community."

The new chairperson succeeds former Chairman Marvin Gilmore, who served the Task Force for nearly ten years.

### Parcel 18+ Task Force Hires Staff Person

Berlene Hatcher, a resident of Massachusetts for nearly twenty years, was appointed as Project Coordinator to the Parcel 18+ Task Force in July of 1987. Since moving to Massachusetts, Hatcher has shown a strong interest in community concerns and has always supported community efforts.

In her new role as Project Coordinator, Hatcher will serve as advocate for the Task Force in the development of Parcel 18. She will interface with community groups, government agencies, as well as educational institutions on behalf of the Task Force.

"The entire Southwest Corridor is an historic entity to the city of Boston," said Hatcher, "I look forward to representing the Task Force while developing a stronger community base network for Parcel 18 residents. The key is ensuring that the Task Force's voice is heard."

Hatcher joins the Task Force after leaving her post as Transportation Specialist for the Metropolitan Council for Educational Opportunities (METCO) of Boston.

## Chinatown/South Cove Neighborhood Council

The Chinatown/South Cove Neighborhood Council (CNC), the review body representing the Chinatown community for public and private initiatives, was established two years ago by the City of Boston.

The Council is comprised of 21 members appointed by Mayor Flynn. Current members are associated with over a dozen community organizations in the areas of business, human services, community advocacy, land use, housing and development.

The Chinatown Neighborhood Council is the official representative for the Chinese community in the Parcel 18/Kingston-Bedford project. Similarly to the Parcel 18+ Task Force, the Neighborhood Council has been involved almost from the beginning. The CNC ensured that the issues of importance to the Chinatown community were incorporated into the criteria outlined in the RFQ, and reviewed the draft document. The Council also sent representatives to the advisory panel that eventually selected Columbia Plaza Associates, and based on its independent evaluation of the proposals, recommended the team that it felt best met the criteria for selection. The Council will review the draft and final environmental impact reports for the Kingston-Bedford site, and will continue to play an advisory role for Chinatown throughout the developer selection and design review phases of the project. The Neighborhood Council developed a proposal for community benefits that is part of the Challenge Track working document, and currently is represented on a panel that is evaluating potential development partners for CPA.

The Council also is involved in a major planning initiative for Chinatown, called the Chinatown Community Plan. This planning process is described in more detail in the pages that follow.

Who's New on the Chinatown/South Cove Neighborhood Council

Council Welcomes New Director

Tarry Hum, a former New York native and current resident of Jamaica Plain, has recently been appointed Executive Director of the Chinatown/South Cove Neighborhood Council (CNC). Hum is a recent graduate of the Massachusetts Institute of Technology with a Masters Degree in City Planning and has worked with several organizations serving the Chinatown community.

Ms. Hum succeeds Marilyn Lee-Tom as Executive Director of the CNC. Lee-Tom previously served as a staffer of the Mayor's Office of Neighborhood Services and has long been active in the Chinatown community. As Executive Director, Lee-Tom worked with the 21-member council on issues that affect Chinatown, including the Parcel to Parcel Linkage Project. "The Council will miss Marilyn's energy and expertise that developed the Council to what it is today," says Carol Lee, a moderator of the Neighborhood Council.

When asked how she feels about her new post, Hum said, "This is a very exciting time to join the Council because of the challenging, wide-range of issues involving the Chinatown community."

## The Beginning of a New Process: The Chinatown Master Plan

In addition to the Council's major involvement with the Parcel 18/K-B project, one of the many initiatives being undertaken by the CNC is the development of a community-based master plan. The plan was first initiated at the end of 1985 upon the Council's inception. In the fall of 1986, the CNC received a \$50,000 grant from the BRA to facilitate its participation in the City's first parcel to parcel linkage project and the development of the community plan. By mid-June of that year, BRA Director Stephen Coyle set forth the framework for the development of the community-based master plan.

"Chinatown has long had an overwhelming need for additional affordable housing. The community has less than four acres of publicly owned land remaining," said Coyle. Therefore, increasing the supply of affordable housing is the paramount land-use objective of the City of Boston. The emphasis on developing more affordable housing, which is incorporated into the community plan, was drawn from concerns raised by the community. A draft RFP for three housing sites in Chinatown will be completed by mid-February.

In addition to outlining the need for additional housing, this plan will serve as the benchmark for future planning and development in Chinatown, and will identify existing problems and barriers that affect the community.

"This is a very exciting opportunity for Chinatown," said Tarry Hum, Executive Director of the Chinatown/South Cove Neighborhood Council. "The community-based planning process enables the community to take a proactive position in advancing issues critical to the neighborhood, such as housing conditions, business developments and employment, community services and facilities, recreation facilities and open space."

The joint effort by the BRA and the Council in producing a community-based plan, has come at an important time when the City is just beginning the first comprehensive zoning review for downtown Boston in over two decades.

"Given the immediate development pressures in and around Chinatown, the goal is to complete the community plan within twelve months in two phases," continued Hum.

"During the first six months, a draft basic plan should be produced based primarily on community consensus. In July of 1987, the BRA Board approved a grant for planning activities in support of the master plan, including funding for a four-part survey on housing conditions, neighborhood-user characteristics, business and employer characteristics, and land uses in Chinatown. This survey is the first step towards developing a community-based master plan and is expected to be completed during the first six month period. During the second six months, the draft basic plan will go through an extensive review process, first by the Chinatown community and second, by the various interested public parties. Following the review process, further revisions will be made."

In order to facilitate the development of this plan, the CNC formed a Master Plan Subcommittee comprised of four Neighborhood Council members, three technical advisors and the CNC executive director. To provide the necessary technical consultation to the Master Plan Subcommittee, the BRA, as the city's planning agency, formed an interdepartmental Chinatown Planning Team consisting of staff from key departments of the Authority. The team will be working closely with the Council, making detailed reviews of additional developments that will be identified during the community review process.

Throughout the planning process, the CNC will oversee the subcommittee's functions and will be responsible for coordinating community participation. In particular, the Council will focus on developing the community consensus on objectives, priorities and strategies which will be incorporated in the basic community plan, and will remain as the decision making body on community policies.

"In effect, the Chinatown community plan can provide us with a tool to shape the future development of Chinatown and improve the quality of life for its residents," concludes Hum.



## ENVIRONMENTAL REVIEW PROCESS

To identify the potential environmental impacts of developments at Parcel 18 and the Kingston-Bedford site, the BRA is preparing environmental impact reports on several alternative development scenarios for each site. The environmental review is being conducted in compliance with a state law known as the Massachusetts Environmental Policy Act (MEPA). This law establishes a public review process for evaluating activities which might harm the environment. It also requires that potential measures to mitigate adverse impacts be described and analyzed. Typically, environmental reports are prepared by private developers for projects that are well-advanced in the planning stage. The BRA, however, is preparing environmental studies for this project prior to issuing design guidelines for either parcel. The studies will examine several alternatives for each site and will be used as a tool in drafting development guidelines for the project.

Community participation is an important component in reviewing the alternatives being studied in the DEIRs. After the BRA notified MEPA of the Parcel 18 and Kingston-Bedford projects, meetings were held in Chinatown and Roxbury in July and August of 1986 to elicit the communities' concerns in order to define the scope of the environmental studies. The State's Executive Office of Environmental Affairs (EOEA) then issued the scope of work for the environment impact reports and determined that the BRA should examine impacts on the following: open space and recreation, historical and archaeological resources, hazardous substances, transportation and parking, air quality, sewerage, utilities, shadows, wind, and socio-economic conditions.

The Boston Redevelopment Authority has contracted with WCH Industries and Sasaki Associates to conduct the environmental studies. The draft reports will be submitted to the BRA, and comments solicited from Chinatown

and Roxbury residents. The community comments will be addressed and the revised reports submitted to the state, which will distribute them to the general public, and state and city agencies. Comments will be compiled by EOEa prior to issuing a scope of work for the final report. It is anticipated that these comments will be submitted to MEPA in April 1988. The final reports subsequently will be prepared by the developers once more work is done on the project design.

Once the final reports are submitted, a similar public review will ensue. Thus, the environmental review process affords the opportunity to assess potentially adverse impacts in advance of development proposals, and it is an effective way for community residents to be active participants in the development review process.

#### Related Studies

Preparation of the environmental report is only one way in which the BRA is assisting the development team to lighten its predevelopment burden. Market studies and design concepts were commissioned by the BRA in the early stages of the project to provide interested development teams with a sense of the appropriate uses for the sites. Currently the Authority, in conjunction with the Boston Transportation Department and the Real Property Department, has issued a Request for Proposals for a consultant to conduct feasibility studies for the parking garages to be developed at the two sites. The BRA also will provide hours of technical assistance to the development team, including preparation of housing RFPs for sites in Roxbury and Chinatown and facilitation of presentations to the communities, and to the community representatives to assist them in analyzing the proposals and the

environmental impact reports. Each community has received through its representative advisory committee a planning grant to defray project related expenses.

All of these initiatives will save the development team considerable time, money, and effort that otherwise would be required in the initial stages of the project.

### Strategic Planning Project

For the purpose of identifying the potential labor supply and demand that will occur as a result of the development of Parcel 18, the Massachusetts Bay Transit Authority (MBTA) awarded a one year \$75,000 grant to Northeastern University in order to carry out a strategic planning process. To accomplish this, a series of studies is being conducted by the Center for Urban Studies, the Center for Regional Studies and the Center for Labor Market Studies. The studies focus on the needs of potential employers of the Parcel 18+ project.

The studies assess the skills of residents living near Parcel 18, and will identify the types of training, including educational and support services, that may be required to allow area residents to benefit from jobs and other opportunities generated by the development of Parcel 18. These would include basic literacy programs where appropriate.

In January, Judy Burnette, former director of other community projects was hired to serve as project manager for the Northeastern study. She has been working with the Parcel 18+ Task Force through the Community Development Committee (CDC), a committee comprised of community residents and activists whose charge is to identify the concerns of the Roxbury com-

munity and to ensure that they are addressed in the development process. Burnette's role is to oversee four CDC subcommittees, which are developing strategies for dealing with the employment, child care, literacy training, minority business participation needs of Roxbury residents.

## CALENDAR

### Chinatown Neighborhood Council:

Holds their monthly meeting every third Monday at the Quincy Community School, 885 Washington Street, Boston, beginning at 6:00 p.m.

### Parcel 18+ Task Force:

Monthly community meetings are held on the second Thursday of every month at the Haynes House, 600 Shawmut Avenue, Roxbury, starting at 9:30 a.m. the P-18 Community Development Committee meet every first Tuesday of each month at Northeastern University's Frost Lounge, Ell Center, 1st floor.

### The Mission Hill Extension Task Force:

Holds monthly development meetings the third Wednesday of each month, 81 Prentiss Street, Roxbury.

### Bromley Heath Tenant Management:

Holds development meetings every third Thursday of the month, 42 Horan Way, Jamaica Plain, starting between 6:30-7:00 p.m.

### Lenox Street Task Force:

Holds monthly meetings in their management office located at 136 Knox Street. Call 442-3634 for specific dates.

### Whittier Street Task Force:

Holds meetings for the development every third Monday at 1176 Tremont Street, #43, beginning at 6:00 p.m.



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AUTHOR

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